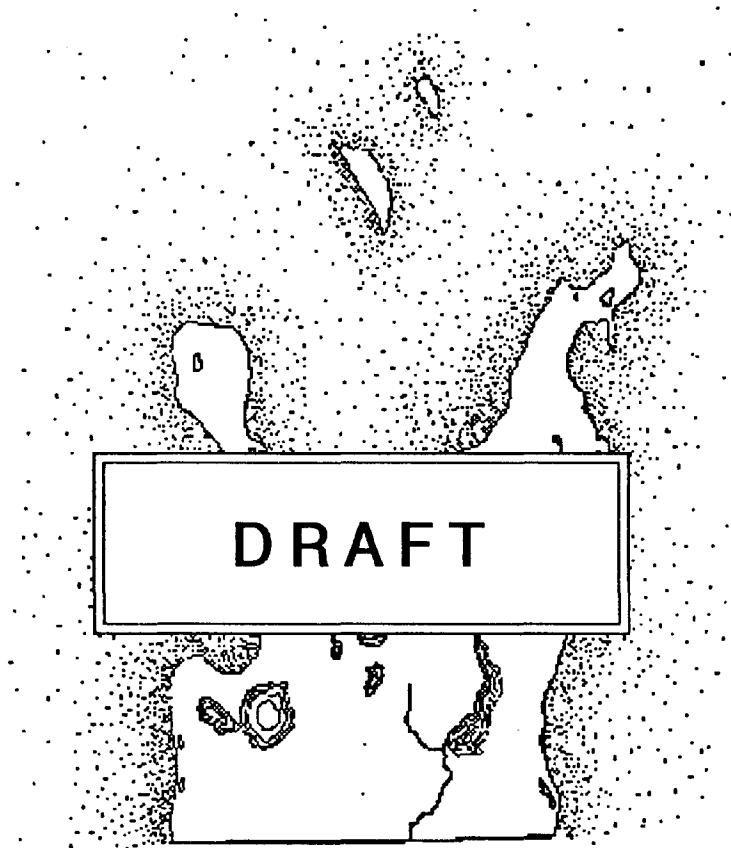


GOALS AND OBJECTIVES FOR MANAGING GROWTH ON THE LEELANAU PENINSULA



THE LEELANAU GENERAL PLAN

Policy Guidelines for Managing Growth on the Leelanau Peninsula

Working Paper Number 6

September 5, 1991

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PREFACE

This working paper is the sixth in a series providing background information and support for the preparation of the **Leelanau General Plan: Policy Guidelines for Managing Growth on the Leelanau Peninsula**. The first four working papers were generated to document the activities of the Citizen Advisory Committee (CAC). The CAC was a special advisory committee to the Planning Commission and Board of Commissioners. It consisted of more than 30 citizen representatives of geographic and functional interests of the county. The principal charge of the CAC was identification of the "best choice growth management approach" for Leelanau County. They concluded that, while a new plan was needed, it should not be simply another "County Comprehensive Plan" prepared by the County Planning Commission. Instead, what is needed is a growth management plan for the Peninsula that involved the direct input and involvement of all the local units of government in the County. This led to the initiation of the **Leelanau General Plan**.

The goals and objectives in this working paper will ultimately serve as the basic policy foundation for the **Leelanau General Plan**. However, it is intended to serve as a discussion document until any or all of its elements are adopted in whole or in part. As a result, if you have suggestions for additions, subtractions or refinements, please direct them to the Leelanau County Planning Department.

Working paper #5 describes the "Trend Future" for the County if existing trends continue. Working papers after this one will address a wide range of technical issues in more detail.

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GOALS & OBJECTIVES

of the

LEELANAU GENERAL PLAN

Goals and objectives are the foundation of a plan. Goals are broad-based statements of intent and establish the focus of the plan. Objectives are the stated means by which goals can be achieved. The goals and objectives presented in this working paper were prepared through an extensive process of leadership and public opinion surveys, meetings with local officials and citizens, and town meetings.

From December of 1989 through February of 1990, 12 growth management forums were held in the Peninsula aimed at identifying the attitudes of numerous interest groups regarding growth in the Peninsula including the locations of growth and its impacts. The results of these forums are presented in Working Paper #1. Approximately 322 local citizens and 118 local officials responded to a scientific random sample survey which asked questions pertaining to key planning and growth management issues in Leelanau County. The results of these surveys are presented in Working Papers #2 and #3. During 1990 and 1991, "futuring sessions" were held, in a "town meeting" format, where participants were asked to imagine and describe what they would like the Leelanau Peninsula to be like in the year 2000. Participants were separated into groups and asked to prepare a list of their "prouds" and "sorries" in the County, and to describe their vision for the future. The results of the mail survey, futuring sessions, and of Working Paper #4, a document embodying the final recommendations of the Citizen Advisory Committee on the character of the Plan, were reviewed and used as the basis for the preparation of draft goals and objectives. Refinements were made in a workshop setting by the Steering Committee before presentation in this working paper.

GROWTH MANAGEMENT

Goal: *Guide future growth and development in a manner which: is consistent with the natural characteristics of the land and the planned provision or expansion of necessary public facilities and services; strives to preserve scenic beauty; fosters the wise use of natural resources; protects environmentally sensitive areas; and enhances the special character of the Peninsula.*

Objective: Ensure that existing and future development is sustainable in regard to the Peninsula's natural carrying capacity and the amount of development anticipated in the Leelanau General Plan.

Objective: Guide growth in compact areas around existing activity centers where public facilities and services have adequate capacity to accommodate growth and where provision of public facilities is cost-effective.

Objective: Limit development in areas not served by public sewer and water facilities, where public roads are inadequate to handle traffic associated with growth, and where provision of public facilities is not cost-effective.

Objective: Review County and local community plans proposing the expansion and improvement of existing public services and facilities for their impacts on peninsula-wide growth patterns and for consistency with the goals, objectives, and policies of this plan.

Objective: Enact capital improvement plans which specify the timing, cost, and means of financing the provision and/or expansion of public facilities in each community on the Peninsula.

Objective: Recognize the seasonal nature of the local tourism industry and develop growth management strategies which respond to both year-round and seasonal activity patterns.

LAND USE PLANNING

Goal: *Promote the balanced, efficient, and economical use of land to meet the environmental needs of people and nature in a manner which minimizes land use conflicts within and across municipal borders while also preserving the unique character of each community, and the scenic and rural character of the Peninsula as a whole.*

Objective: The County Planning Commission shall solicit input from all local governmental units on the most effective mechanism to continuously ensure compatible land use planning and zoning across

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municipal borders and minimize future land use conflicts within the county and with communities in adjacent counties by coordinating local planning and zoning programs.

Objective: Discourage sprawl and scattered development through the planned expansion of roads and public utilities and through zoning regulations which limit intensive development to areas where adequate public services are available.

Objective: Develop a county-wide program for identifying and monitoring the impacts of the local tourism industry and develop planning and zoning tools to minimize any negative impacts of these activities.

Objective: Encourage approaches to land use and site design which take into account natural features of the property, such as soils, topography, hydrology, and natural vegetation, and which use the land most effectively and efficiently to maximize open space, and preserve scenic vistas.

Objective: Prevent fragmentation of open space and farmland through coordinated land use plans and related regulations.

Objective: Establish and encourage the enactment of uniform standards for residential, commercial, and industrial development which require the incorporation of site design measures to protect environmentally sensitive areas, and preserve important open spaces.

Objective: Establish a periodic monitoring and review process for the Leelanau General Plan which incorporates continuous and meaningful public participation.

Objective: Develop and implement a program of information distribution on county-wide planning initiatives to citizens, developers, real estate agents, new home owners, and any interested parties.

COMMUNITY CHARACTER

Goal: *Retain and enhance the scenic and rural character of the Peninsula.*

Objective: Document and establish the existing natural character of the Peninsula as well as the existing character of its villages and townships, to

serve as the basis for programs to protect and enhance that character.

Objective: Identify and preserve significant historic, archeological, and scenic features of the Peninsula.

Objective: Preserve the rural character of air, water, and land based transportation corridors and scenic vistas within view of these corridors.

Objective: Preserve scenic vistas as viewed from both the shoreline (views to ridges, etc.) and inland (views from the ridges, etc.).

Objective: Preserve the natural character of shoreline areas.

Objective: Encourage land uses and densities/intensities of development which are consistent with and complement the character and image of the Peninsula and which are consistent with local planning and zoning programs.

Objective: Establish and encourage enactment of uniform sign control standards to protect the scenic and rural character of the Peninsula.

Objective: Identify and designate wildlife corridors (especially where animal "movement" is concerned), and establish means for preservation.

SPECIAL ENVIRONMENTS AND OPEN SPACES

Goal: *Protect special environments and open spaces such as sand dunes, wetlands, woodlands, farmland, bays, lakes, streams, and critical wildlife habitat, from the harmful effects of incompatible development activity by limiting the type and intensity of land development in those areas.*

Objective: Define and identify sensitive environmental areas and areas to be preserved as open space such as woodlands, wetlands, sand dunes, other environmentally sensitive areas, orchard lands, farmland and land not suitable for intensive development because of natural limitations for the erection of structures or septic systems (such as hydric soils, flood plains, steep slope or areas at high risk of shoreline erosion).

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Objective: Ensure that new development does not degrade the natural or visual character of environmentally sensitive areas.

Objective: Encourage clustering of new residential development within a parcel so as to maximize the amount of open space preserved.

Objective: Prevent the establishment of land uses and new developments designed so as to block significant views of public resources from public lands and rights-of-way.

Objective: Establish and encourage the enactment of uniform regulations for land development in special environments which permit development in a manner consistent with protection objectives and which complement state and federal regulations for special environments.

Objective: Require new development in and adjacent to special environments which meets local, county, state and federal permit requirements to mitigate any negative impacts on such environments.

Objective: Support the acquisition of special environments of significant public value by public agencies or nonprofit conservancy organizations for the purposes of permanent preservation.

ENVIRONMENTAL QUALITY

Goal: *Ensure that land uses and activities on the Peninsula promote and preserve clean air and water.*

Objective: Protect groundwater, lakes and streams from the harmful effects of intensive and incompatible development through the use of aquifer and watershed management techniques which seek to reduce risks of and quantities of potential pollution and sedimentation.

Objective: Identify vulnerable aquifers and other sensitive areas in watersheds of the Peninsula.

Objective: Establish and encourage the enactment of review processes for all development in locations identified as sensitive aquifer and/or watershed areas and limit land division, development densities and land uses in and around them.

Objective: Require as a condition of local or county development approval that all state and federal air pollution regulations be met.

Objective: Encourage the development of an air surveillance monitoring system to assess air quality on a county-wide basis and identify critical trends.

Objective: Educate the public regarding groundwater aquifer sensitivity. Such a program will promote "self-enforcement" of groundwater protection standards.

Objective: Educate the public concerning pollutants and the potential damage from improper disposal.

AGRICULTURE, FARMING, MINING & FISHERIES

Goal: *Ensure that the sustained economic vitality of natural resource based industries is preserved through appropriate management practices.*

Objective: Identify prime locations for resource based industries according to the projected quality and quantity of the resource product.

Objective: Educate and assist farmers and forest land owners regarding contemporary resource management techniques.

Objective: Educate the public about the value of and alternative approaches to preserving agricultural lands.

Objective: Complete watershed management programs for all watersheds in the Peninsula and implement recommendations in support of fishery populations.

Objective: Encourage the establishment of private local facilities through which local resource based products can be sold.

Objective: Encourage compatible development and the adoption of land use techniques that preserve natural resource industries.

Objective: Explore the development of a County-wide program to purchase development rights and/or the transfer of development rights as a way to protect resource based lands and industries.

COMMERCIAL & INDUSTRIAL

Goal: *Provide practical and functional locations, patterns, and regulations for the expansion of commercial and industrial activities which serve the current and future needs of residents and tourists, are consistent with the unique character of the Peninsula, and are adequately served by public services.*

Objective: Encourage new commercial and industrial development to locate adjacent to existing commercial and industrial land uses, if so provided in local plans and zoning regulations.

Objective: Ensure that elements of preservation of the Peninsula's rural character are incorporated into new commercial and industrial developments through requirements established in uniform local site design zoning standards.

Objective: Emphasize the improvement and redevelopment of existing deteriorating tourist-based commercial facilities, including resort developments, and deemphasize new tourist-based commercial developments.

Objective: Encourage more diversified and locally generated commercial and industrial development which will increase the range of employment opportunities.

JOBS & ECONOMIC DEVELOPMENT

Goal: *Provide an environment which encourages the creation of new job and economic development opportunities that fulfill local needs while maintaining the current rural and "small town" character of the Peninsula.*

Objective: Encourage the expansion of job creating land uses which improve the quality and quantity of local employment opportunities, provided they are located so as to minimize their impact upon adjacent land uses and do not promote sprawl.

Objective: Encourage job opportunities offering year-round employment.

Objective: Focus economic initiatives in a manner to preserve and enhance existing activity centers.

Objective: Retain and enhance the local tourism industry to the extent that it does not conflict with

overall Peninsula-wide growth management goals and objectives.

Objective: Explore alternative economic development programs which provide non-tourism based economic development strategies.

Objective: Ensure that the natural rural character of the Peninsula is protected in new resort, commercial and industrial developments through uniform environmentally sensitive, local site design zoning standards.

Objective: Take advantage of programs which improve the skills and educational levels of low income, unemployed individuals to enable them to obtain permanent employment.

HOUSING

Goal: *Provide for a broad range of housing opportunities which respond to the varying economic, family, and lifestyle needs of area residents and tourists in a manner which reflects the current overall residential development densities.*

Objective: Develop measures to assure affordable housing throughout the Peninsula and close to places of employment, through special local zoning or incentive programs.

Objective: Develop and implement measures to meet the unique housing needs of senior-citizens as alternatives to institutional care.

Objective: Ensure future residential development above one unit/acre is located where adequate public services (including sewage disposal, potable water and adequate public access) are available.

Objective: Provide opportunities for rural residential living which do not threaten the continuance of farming on economically viable agricultural land or undermine the integrity of efforts to protect environmentally sensitive areas.

Objective: Promote more clustered housing options as alternatives to individual minimum-lot size zoning.

PUBLIC FACILITIES & SERVICES

Goal: *Provide a range of public facilities and services consistent with the rural character of the County, which meets the needs of local communities, which supports the overall growth management goals and objectives of this Plan, and which supports the public health, safety, and welfare of residents and visitors.*

Objective: Establish and encourage the enactment of uniform level of service standards that require adequate public facilities and services be in place concurrent with new development.

Objective: Maintain the quality and capacity of the current road network and the existing level of service provided.

Objective: Identify priority roadway segments for maintenance and improvement to remove traffic hazards, improve public safety and traffic flow. Make all such improvements in coordination with growth management initiatives and planned future land use patterns, ever mindful of unnecessarily creating an opportunity for leapfrog or a sprawl development pattern.

Objectives: Include and implement all roadway improvements according to multi-year capital improvement plans coordinated between county, state and local governments.

Objectives: Establish and adhere to a single, uniform design standard for public roads in the County and avoid fragmented roadway design approaches.

Objective: Identify appropriate regulatory measures regarding site development and land division to minimize the potential for future traffic congestion, safety hazards, and intrusion upon scenic views along principal roadways.

Objective: Ensure safe pedestrian and bicycle passage throughout the Peninsula.

Objective: Maintain adequate regulations for on-site sewage disposal systems and potable water to assure efficient and safe on-site sewage disposal and potable water in light of anticipated growth.

Objective: Identify areas within the County which present natural limitations to septic systems including floodplains, wetlands, poor soils, and excessive grades.

Objective: Develop a county-wide solid waste management program which includes facilities for recycling wastes, composting, household hazardous waste collection, and public education programs.

Objective: Coordinate allowable development densities in local zoning programs with natural limitations to safe on-site sewage disposal.

Objective: Extend public sewer and water facilities in a planned and phased manner, or where elimination of health risks requires, and where done in support of the growth management goals and objectives of this Plan.

Objective: Maintain or improve the current quality of police, fire protection and health care services.

Objective: Increase recreational opportunities throughout the Peninsula, including additional facilities for children, fishing access, and an expanded linked trail system, through the development of a comprehensive long-range County recreation plan.

Objective: Support the maintenance and improvement of quality educational opportunities available to area residents.

INTERGOVERNMENTAL COORDINATION

Goal: *Establish and maintain efficient, effective, and convenient processes for local, county and state governments to address multi-jurisdictional and growth management issues in a manner which recognizes the autonomy and mutual interests of each and is consistent with the goals and objectives of this Plan.*

Objective: Enhance the feasibility and effectiveness of providing necessary public facilities and services through cooperation and sharing of costs between benefiting local governments.

Objective: The County Planning Commission will develop with the assistance of all local governments in the county, new procedures to address land use planning and development issues consistent with the Lee-Anau General Plan.

Objective: The County will provide citizens and local officials with mapped and statistical data, coordinate communications between local municipalities, government agencies, and the public and provide

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technical assistance to local governments on planning, zoning, and growth management issues.

Objective: Local capital improvement programming will be coordinated with adjoining jurisdictions and with the County.

Objective: Develop and maintain a meaningful communication program whereby local governmental units, including townships, villages, school districts, the County Health Department, and the County Road Commission, regularly convene to discuss current land use and growth management issues, public facilities and services needs, and alternative strategies to address those issues and needs in a mutually beneficial manner. Similarly, the County will notify and interact with officials of adjacent counties on planning and/or development related activities which may affect their areas of jurisdiction.

Objective: The County Planning Commission will continually monitor Peninsula growth trends and patterns to determine the relationships of such growth and development to adopted plans, programs, and resources of the County and local municipalities.

Objective: The development and expansion of specialized social services throughout the Peninsula will be encouraged as needs become apparent (including child care, clinical counseling, medical services, education, and information dissemination).

Objective: Inform and improve access by the disabled citizens of the Peninsula to the agencies and businesses that serve the disabled.

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